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ABSTRACT

In order to determine the feasibility of establishing a county-wide library system, the Pinellas County (Florida) Board of County Commissioners authorized a study of existing library services and possible alternatives for reorganization. Data were gathered and analyzed from: (1) questionnaires sent to library directors; (2) interviews with these directors, the directors of two junior colleges, the county supervisor of school media services, and other county officials; and (3) existing demographic and land use data. After establishing the existing situation as to personnel, resources, services, facilities, users, and funding of the individual libraries in the county, the study consultants examined several alternative methods for providing county-wide library services. They recommended the establishment of a county-wide library service incorporating existing libraries as functional components. The framework for such organization was devised along with plans for administrative and organizational structure, incorporation of existing libraries, services, bibliographic control, and funding. The questionnaire and a list of interview questions are appended. (LS)

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A PLAN OF LIBRARY SERVICES FOR PINELLAS COUNTY, FLORIDA

By
F. William Summers
and
Charles C. Curran

IR 001 533

Columbia, South Carolina
December 15, 1974

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EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
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Introduction

The contract to undertake this study was made and entered into on 29 October 1974. The Board of County Commissioners of Pinellas County, Florida, and Dr. F. William Summers, Library Consultant, executed the agreement, the purpose of which was to provide a document, which would assist the Pinellas County Library Task Force in determining the feasibility of establishing a County-wide library system under the Board of County Commissioners.

In pursuance of this agreement the consultants, F. William Summers and Charles C. Curran, designed a study aimed at describing aspects of existing patterns of library service, investigating matters relating to the overall improvement of library services and other matters relevant to the development of a County-wide services system.

Guided by these objectives, the consultants developed a questionnaire designed to gather data relevant to existing levels of service available in Pinellas County. This instrument was sent to ten library directors in the County, nine of whom responded.

Subsequently, the consultants scheduled interviews with these nine directors, all of whom cooperated by contributing valuable input to the study. Directors of the following public libraries met with the consultants in November, 1974:

Clearwater Public Library
Dunedin Public Library
Gulf Beaches Public Library
St. Petersburg Public Library
Gulfport Public Library
St. Petersburg Beach Public Library
Largo Public Library
Pinellas Park Public Library
Tarpon Springs Public Library

The consultants talked with librarians at Eckerd and St. Petersburg

Junior Colleges, and they met with Mr. Fred Marquis, Director of Metropolitan Planning and Development, Pinellas County; Mr. Vern Wilson, Director of Personnel, Pinellas County; and Mrs. Elizabeth Stevens, Supervisor of School Media Services, Pinellas County Public Schools.

Analysis of the data gathered by the questionnaire was facilitated in part by preparing them for machine display and studying an S.P.S.S. print-out produced by an IBM 370 computer.

Responses of librarians to questions asked during the interview sessions were evaluated for their importance to the study and are incorporated in this report.

In addition, demographic data and land use data for Pinellas County were studied so that their impact on library services could be acknowledged in the report.

The recommendations offered in this report were formulated after careful consideration of the purposes of the study, the gathering of relevant data, the analysis of those data as they relate to the information need of the citizens of Pinellas County and to kinds of library services the libraries in the county provide and will want to continue to provide in the future.

The consultants extend their appreciation to all who assisted in this effort.

15 December 1974

I. Contextual Factors Conditioning Provision of Library Service

Any consideration of the development of library services in a given area must include an inspection of important demographic characteristics which may affect the demand for services and the ability of citizens and government to support those services.

In this connection it is important to look at Pinellas County now and also to examine projections and changes forecast for the future.

Pinellas County has been characterized as "heavily oriented to retirement-residentialism."[1] As of 1970, among eight West Coast Florida counties, Pinellas County ranks 6th in median age (48.1%), 3rd in percipita income ($3,300), 7th in percentage of persons in poverty (13%), 2nd in percentage of persons in poverty 65 years and over (48.1%), 5th in percentage of Black population (8.1%), and 3rd in median value of homes ($14,600).[2]

The total population if Pinellas County is estimated at 766,823 as of this writing. This represents a gain of over 600,000 since 1950 and the prediction that "by 1988 Pinellas County will likely pass the one million mark"[3] seems highly probable; and the substantial cause of this growth will continue to be the inmigration of persons of retirement or near-retirement age. In 1970 50% of the people of Pinellas were 48.1 years or older.[4]

Since the data seem to support the observation that general age characteristics of the population of Pinellas are likely to remain

weighted in the "retirement" category, the 29.3% of population 65 years and over (14.8% above the Florida average and 19.5% above the national average) should be noted for its implications for library services. The beach community and the lower county regions have the highest percentage of concentration of the older age group.[5]

Income distribution data published in 1970 reveal that Pinellas has a higher percentage (compared to Florida and U.S.) of families in lower income brackets and a lower percentage of families (compared to Florida and U.S.) in upper income brackets.[6]

Occupational categories for Pinellas show the following percentage figures:

Clerical	18%	Managers and Administrators	10%
Services	15%	Operative	10%
Professional	14%	Laborers	5%
Craftsmen	14%	Private	2%[7]
Sales	11%		

The median value of owner occupied housing units in Pinellas is $14,600; the state average is $15,100.[8]

In 1970 the Black population of Pinellas County was 42,706, representing 8% of the 522,329 total population. Concentrations of the Black population were found in the southeastern, west-central, and to a lesser extent, in the northeastern regions of the county.[9] Except for these areas, the Black population is almost negligible in other areas of Pinellas.

Population density data confirm that what is generally true about

the relationship of population and library placement is also true of Pinellas; namely, that libraries have been established in the areas of greatest population density.

As the level of urbanization of any region rises, demands for goods and services rise. This has implications for libraries and those concerned about library growth and development. "Full urbanization in the next 10-20 years" has been predicted for Pinellas County. This includes a potential doubling of present population, (considering allowable densities and average occupancy per housing unit) likely to be centered in northern parts of the county where substantial portions of vacant land exist.[10]

These data suggest that the population of Pinellas County shall continue to be composed of a large percentage of older, highly literate persons with moderate incomes. These persons are likely to be library users who are willing to support library services.

Young children continue to constitute a distinct minority in Pinellas County, but there is evidence that this may change in the future as efforts are made to attract industry and a work force of child-bearing age. Many librarians may have to think in terms of bolstering children's collections and expanding services to children.

All available evidence suggests very strongly that increasing demands for library services will continue to be made by a rapidly rising population composed largely of older persons who are accustomed to receiving good library service.

II. Current Organization and Level of Library Services

Before considering alternative patterns of library services for the citizens of Pinellas County, it is useful to examine current organizations and levels of library services.

Personnel

Of the nine responding libraries, eight operate as a function of city government and seven have library boards which are composed of five members in all but two cases, the exceptions being one board composed of eleven members and another of twelve members.

The total paid library staff reported by the respondents number 144, thirty-three of whom are part-time, and the range in these figures extends from four at the library employing the fewest staff to sixty-three at the library employing the most staff. Only two libraries employ more than ten staff members. Of these 144 staff members, twenty-two hold graduate library degrees and an additional thirty-two (32) are college graduates of whom eight (8) have some library training at the undergraduate or graduate levels.

In response to the question: How does your library define "Professional" Status? the consultants received a broad range of answers from "Those who perform 'professional duties'" to "Person with graduate degree from accredited library school." The significance of this diversity lies not so much in its existence; but the implications of varying views of what "professional" status means may prove to be problems for those who classify employees.

EXPERIENCE DATA

Among the responding libraries there are 10 full-time professional librarians with ten or more years experience at the libraries of present employment. See Table 1.

YEARS OF EXPERIENCE IN THIS LIBRARY	NUMBER OF FULL-TIME STAFF WITH:	
	PROFESSIONAL	NON-PROFESSIONAL
Less than 1 Year	3	19
1-2 Years	2	16
3-4 Years	9	12
5-6 Years	1	9
7-9 Years	3	11
10 Years and Over	10	15

Table 1.

All nine respondents indicate that staff receive paid vacations. Five report that both professional and non-professional staff earn vacation time at the rate of ten days per year. Employees may earn 12 days per year at one library, 13 at another.

All nine respondents indicate that staff earn sick leave. Staff earn sick leave at the rate of 10 days per year at one library, 12 days per year at four libraries, 13 days per year at two libraries, and 15 days per year at one library. At four libraries staff may accumulate an unlimited number of sick days, at three libraries between 90 and 95 days may be accumulated, and at one library 60 days may be

accumulated.

Eight of nine libraries report that staff participate in health insurance programs and in no case does the staff bear the full cost of this coverage. The staff and library/city share the expense in three cases, with one library not reporting this datum. In six cases both normal medical and major medical coverage is provided.

Seven of nine respondents report that 101 staff members participate in retirement programs and in none of these seven do the employees bear the full cost of the program. At one library an employee may be eligible for pension after 20 years of service and at five others after 10 years. At one library an employee becomes partially vested after 2 years, with increasing benefits after longer service.

Five respondents report that the normal retirement age is 65, two report 62, and one reports 55.

Among the full-time staffs of responding libraries, five are age 20 or under, thirty-one are between the ages of 21 and 30, fifteen are between the ages of 31 and 40, thirty are between the ages of 41 and 50, twenty-six are between the ages of 51-60, and thirteen are over 60 years of age. See Table 2.

The respective agencies interested in the provisions of library services throughout the county will want to consider the financial implications of total staff size, sick leave benefits, retirement benefits, and the age factor as they relate to a likely schedule of retirement benefits.

Another factor for consideration is the existence of twenty-two

AGE	NUMBER OF STAFF
20 or under	5
21-25	13
26-30	18
31-35	9
36-40	6
41-45	16
46-50	11
51-55	7
56-60	19
61-65	2

Table 2.

graduate librarians among 144 employees and any implications this may have for the development of library services.

Nine respondents indicate that total salaries for library staff amount to $1,066,159. Seven respondents report janitorial salaries of $44,688. The total reported salary expenditure for responding libraries is $1,110,847. See Table 3 for annual salary data as reported by responding libraries.

	NUMBER OF FULL-TIME STAFF RECEIVING
Less than $3,000	1
3,000-4,999	4
5,000-6,999	49
7,000-9,999	26
10,000-11,999	6
12,000-14,999	6
15,000 and over	4

Table 3.

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Resources

During the last complete fiscal year nine respondents report purchasing a total of 40,980 books. The combined total for two of these libraries, 28,747, accounts for over 70% of this activity; seven libraries bought no more than 2,387 books each.

Nine libraries subscribed to a total of 1,617 periodicals. Three libraries account for 84% of this total.

In response to requests that librarians estimate the percentage of their collections in several categories, six of nine respondents estimated that their children's fiction comprised 12% or less of their total collections. Among the nine respondents no estimate of young adult fiction was higher than 10% and the mean estimate was 3.8%. Adult fiction estimates show a mean of 34.6% over a range of estimates from 23% to 50%.

Children's non-fiction estimates are lower than children's fiction estimates reported above.

Adult non-fiction estimates show a mean of 36% over a range of estimates from 22% to 46%.

Three of nine respondents estimate reference collections comprising 2% of their total collections. The remaining estimates cluster around 4%, with the exception of one 10% estimate.

The most frequently identified Jobbers from whom the respondents purchase materials are Baker & Taylor and Ingram.

One librarian who prefers to deal with book stores and publishers reports no use of jobbers.

Nine respondents report the purchase of 1,617 periodicals

annually. Six of these purchase 67 or fewer titles. Dunedin, Clearwater, and St. Petersburg purchased 140, 412 and 806 titles, respectively, this year. The most extensive binding of back issue periodicals was observed at Clearwater and St. Petersburg libraries.

Some respondents acquire and maintain special collections of materials; eight report collections of large-print materials, and six report collections of Florida materials. Also mentioned were documents, large print materials, sheet music, laminated posters, art books, books on the sea, foreign language materials, and micro materials.

Librarians indicated that their collections needed strengthening in a variety of areas. Periodicals and reference materials were named most often in this connection.

Services

The nine responding libraries offer an average of 57.6 hours of service (the fewest 47; the most 69) per week.

Total book circulation at the nine responding libraries is 2,140,330 volumes. One library accounts for over half of this figure, and this results in a mean figure (237,814) below which seven of nine reporting libraries fall.

One library reports periodical circulation at 41,411; of four others reporting this activity, all indicate fewer than 3,700 periodicals circulations.

Eight libraries report circulation of phono records. The highest report is 13,946 circulations. None of the remaining seven libraries report phono records circulation higher than 1,530.

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Two libraries report circulation of frame pictures. One library reports 167; another reports 9.

Other circulations (some libraries place paperback circulations in this category) total 65,824 transactions for seven reporting libraries.

Total circulations of all materials as reported by nine respondents is 2,275,532. Again, one library with a total circulation of 1,168,411 accounted for half this total.

Eight libraries report interloan activities. Lending transactions are negligible, but borrowing transactions total 1,617. The four libraries which report 250 or more interloan borrowing transactions account for 81% of this activity. All nine respondents identify the Florida State Library as the library from which books are most frequently borrowed.

All nine respondents report the use of Dewey Decimal Classification and, of eight respondents, four claim that 90% or more of their cataloging is original. Only one library reports original cataloging at less than 50%.

Of eight responding libraries, four record reference questions and four do not. Three usable responses show records of 3,997, 1,847, and 539 for the month of September 1974. One library reports 51,147 for the last fiscal year; a second, 17,734; a third 4,970.

Three libraries claim that there are certain groups of individuals in the community whose library needs are given a higher priority than others. Only three identify older readers as priority groups. The librarians of Pinellas County may want to reconsider this response since they identify older citizens as their chief users.

All but one respondent claims that users have asked for library services which the libraries have not been able to provide. The following categories and services were identified most frequently by the respondents:

Categories	No. of Librarians Citing this Category
Special financial and other reference services	8
AV and typewriting equipment	5
Space for individual study and listening	4
Delivery or Bookmobile Service	3
Films for borrowing	3

The three most frequently requested services which the libraries were unable to provide relate to space, equipment, and information/reference services.

Nine respondents identify their most frequently used services as:

Service	No. of Librarians Citing this Category
Circulation and recreational reading	8
Reference	7
Copier	5
Interloan	4
Magazines and Periodicals	4

The following is a list of services which the nine libraries feel their users need in greater degree.

Material-Staff

Bookmobile Service

Magazines Circulation

Out-of-Town Telephone Directories

Financial Services

Expanded Library Hours

Meeting Rooms

Micro Materials

Duplicates of Best Sellers

Books by Mail

Programs and Storyhour for Children

Audio Visual Materials/Films

Shut-in Service/Delivery Service

Reference Services

Teletype Loan Service

Picture File/Clipping File

Outreach

Large Print Books

Programs

Electronic Stock Market Ticker/ Recorders

Three respondents report that community activities unrelated to typical library functions (group meetings, voting precinct, classes, etc.) take place in their libraries.

Seven respondents report the use of volunteer help in their libraries. It is estimated that a total of 49 volunteers work a total of 148 hours per week in these libraries.

Among the services offered outside the library building are book delivery to shut-ins, book talks, visits to other organizations and outreach programs.

Facilities

Of eight responding libraries, five report adequate parking facilities; five of eight respondents report that public transportation to

their library is available.

Of nine respondents, seven report that their buildings were constructed during the 1960-1970 period; one is newer, one is older.

Seven respondents indicate a need for more space and two of these identify space for children's materials and programs, specifically.

Users

Five libraries report 10,000 or fewer registrants; a sixth reports 11,000, a seventh, 17,047; and an eighth, 58,767. The total is 123,549.

At the six libraries which report registered adults and registered juveniles, 85% are adult registrants and 15% are juvenile registrants.

Responses to questions concerning estimates of user age categories show that all nine libraries estimate that their heaviest use is by patrons 43 years of age and older. Two librarians estimate use by this age bracket at 42% (the lowest estimate in this bracket) and two librarians estimate that among all their users, 75% are 43 years of age or older.

The mean estimates of users in the twelve years of age and younger category is 4.9%. These mean estimates fluctuate no more than 2.5 percentage points until the age 43 and over category where mean estimates climb to 55.8%.

Funds

Seven respondents report a range of city government budgets* from $40,470 to $806,770; the combined total is $1,781,227.

While some libraries report contributions, bequests, and gifts <u>received</u> during the last fiscal year and <u>anticipated</u> for the current

*Information reported for fiscal year 1973-74.

fiscal year, less than $10,000 was received and is anticipated throughout the county for the two year period. Only one $800 state or federal grant was reported received. No library anticipates receiving a grant for the current fiscal year.

The total income for eight reporting libraries for the last fiscal year was $1,480,809. Anticipated income for the current fiscal year is $1,792,463.

Eight respondents report a total book expenditure of $274,184. Four of these have book budgets of $8,025 or less. The remaining four have book budgets of $12,000, $21,500, $87,000 and $114, 250. One library reports an expenditure of $10,000 for binding and microforms; another spends $6,500; a third $2,000; and the remaining five respondents reports an expenditure of $900 or less.

Total expenditures for furniture and equipment, as reported by eight libraries, amount to $36,568. Six report expenditures of $3,000 or less and two report expenditures of $13,363 and $16,590.

The total expenditure for library supplies, reported by eight libraries, is $59,488.

Travel expenditures for eight reporting libraries amount to $6,174. Two of eight respondents report building rental totaling $7,440. Other expenditures total $219,970 at eight reporting libraries. Total budgets for eight reporting libraries amount to $1,788,734.

* * *

A number of observations can be made from an inspection of the six sections considered above. One is that the data reported help in

sketching an outline of organizational and service patterns. Another is that occasional varying interpretations, less than 100% response rates, and the inherent limitations of questionnaire and interview techniques require that analysis of data be undertaken with caution.

The consultants determined that, in addition to data supplied via questionnaires, input from individual librarians was crucial to this study. In an effort to encourage this input, they met with nine librarians and discussed a number of pertinent issues with them. A copy of questions asked during these interviews is appended.

Opinions about proposed system involvement range from absolute support to steadfast opposition. Some observe a need for the pooling of resources and the provision of centralized services that system participation might facilitate. The possibility of a central administration which would provide needed structure is an advantage identified by some librarians. Others view the system as a way out from uneven support and associate system involvement with possibilities for alleviation of space constraints, the most frequently mentioned problem facing most libraries.

A number of librarians claim to relate well to local government and some want to be assured that any proposed administrative structure would be as receptive to their needs and as supportive of their programs as local officials have been. Issues concerning local pride and loss of autonomy temper the enthusiasm of a few librarians for centralization. Concern for the needs of local constituents, judged by librarians to be unique in several cases, important in others, causes some apprehension for system involvement. Some librarians view system

participation as threatening to established relationships with local maintenance service.

Noting that citizens are unlikely to benefit from a "poor system," one librarian is concerned that any system contemplated have solid funding and organizational proposals before launching operations.

A preference for local control and an affection for "our library" which is "different" and a concern for the return of borrowed materials that might be sent to other areas prompt opposition to County involvement.

Because these concerns are real ones, the County Commissioners and the Task Force will want to address them.

Cautious analysis of the data results in observations which are considered more fully in the recommendations section of this report. It is useful to note here, however, that the data displayed in this section support the following observations:

1. Personnel vary sharply, in terms of training and experience, throughout the county, and the term professional librarian has a number of differing meanings;

2. Resources and services vary significantly from library to library;

3. Library users tend to be older citizens, reflecting, of course, the age characteristics of the County as a whole;

4. Level of support for libraries varies significantly from library to library;

5. Enthusiasm for system involvement varies.

Notes

1. Demographic study. Pinellas, Florida, (n.d.) p. 2.

2. Ibid., p. 4

3. Ibid., p. 5

4. Ibid., p. 34

5. Ibid., p. 33

6. Ibid., p. 45

7. Ibid., p. 50.

8. Ibid., p. 55

9. Ibid., p. 60

10. Ibid., p. 69.

III. Alternative Structures for Library Services

There are a number of alternative structures for library services which might be considered for the county. Each of these structures has been used somewhere else in the nation and several of them have been utilized in other places in Florida. This chapter will present a generalized discussion of each of these alternatives, indicating the strengths and weaknesses of each and suggesting the likely future consequences of adopting each of the alternatives. The alternatives which the consultants feel will in the long run provide the most optimal configuration of library services in the County will be presented in some detail in the following chapter. It should be noted also that the alternatives discussed here are not all of the configurations of library services which exist but represent those that appear to be consistent with the governmental structures and laws of Florida.

Alternative I - Maintain the Current Structure

Obviously one alternative is always to do nothing, which maintains the status quo and continues the present library services as they exist within the various cities, communities, groups, etc. This alternative has the clear advantage of causing no disruption to the current situation. It will have great appeal to librarians, board members and officials who see the possibility of the county entering the library service picture as a threat to local autonomy and in some cases to personal economic and social interests.

In terms of library service alternative I will leave the citizens

of Pinellas County who live in cities with existing libraries with service ranging from very good to poor. It would also leave the 44% of the population living outside of those cities with no direct voice in library services planning and access to only those services for which they were willing to pay service fees which will inevitably increase.

Selection of this alternative offers serious short and long-term disadvantages. It can reasonably be expected that the population in the now unincorporated area will continue to grow more rapidly than will the population in the existing cities so that at some future date a majority of citizens would be outside the existing library structure. It can also be expected that other cities and unincorporated communities will come into existence and that these cities will also establish library services. This would result in a proliferation of libraries, most of them quite small, most unable to offer a full service program. A significant increase in the number of libraries would make the initiation of a county wide program at a later date a much more difficult and costly task.

At present there are many services which the libraries cannot provide because no one library can afford them. Examples of this category would be film services, participation in CATV programs and utilization of computers for library operations. Continuance of the status quo would undoubtedly mean that the existing libraries would not be able to provide these kinds of services to users in the future. In addition the present configuration of library services makes it very difficult to take advantage of economies of scale which might result from larger organizational units.

Another significant disadvantage of the present configuration is that state and federal grants made available for library services have thus far been used to strengthen county library service units and counties like Pinellas without such units have not benefited. While the short-term future of federal grants appears dim the long-term future is probably good and the sums available from state sources have shown a healthy increase over the last several years and will likely do so in the future.

Alternative 1 while it exists is not seen as a very wise course for either the county or the individual cities to follow and its few advantages are more than outweighed by the numerous and strong disadvantages.

Alternative 2 - The County Could Contract With One Of The Cities To Serve The Unincorporated Area

A number of the current library systems in Florida began in this configuration and several, including the neighboring Tampa-Hillsborough County systems, still operate in this mode. It has been most successfully used when there is a very large central city serving a county with no other cities with library services or very few such cities. In Hillsborough County, for example, only the City of Tampa and Plant City were operating libraries at the time the system was established. The contractual system has also been most successfully used when the population in the unincorporated areas nearly approached or exceeded that of the incorporated area. In Orange County, for example, the City of Orlando provides library service to the County and the populations of the unincorporated and incorporated areas are very nearly equal. This configuration is essentially the one proposed for Pinellas County several years ago

which did not come to fruition.

This alternative is recommended by the fact that it would provide services to residents of unincorporated areas and would, with the exception of the contracting city, permit the remaining libraries to operate as they do now.

The most serious weakness of this structure is that none of the existing libraries is either large enough or properly located to adequately provide services to the entire county. The largest library, the St. Petersburg Public Library, could not undertake to serve the entire unincorporated area without substantial additions to staff, resources and physical plant, and even if these were made, the problem of the location of St. Petersburg at the southern tip of a long narrow county would present almost overwhelming problems of access for citizens in the central and northern portions of the county.

Election of alternative 2 would do nothing to strengthen the other libraries in the county. They would receive no increases in service from the county's operations and would be left as they are now. In fact, these libraries would in many ways be worse off because alternative two would seriously aggravate the non-resident problem which they now face. Citizens would want to continue to use the library nearest and most conveniently available to them regardless of the fact that the county would be paying some other library to provide that service.

In addition, the future viability of alternative 2 is questionable. The system would inevitably fractionate. New cities and communities would want to establish their own library services and to be freed of the taxation to support the contractual library service which they would

inevitably see as remote and inaccessible.

From the point of view of the county government alternative 2 would require the county to expend funds to purchase an operational service but it would develop no capital equity in such a service. The county would have no control over the direction and growth of the service and it would own no library materials or other capital assets. At some future time the county would have expended dollars for library services, but would have no equity. It is noteworthy that several of the largest systems in Florida which began as contractual systems, ie., Duval and Dade counties have now become county operated systems; in one case because of governmental reorganization and in the other because county operation avoided many problems facing the library services and assured a sounder base for future operations.

It is also extremely unlikely that such a system would qualify for state and federal grants because it would not be serving a substantial enough proportion of the total county population.

Alternative 3 - The County Could Contract With The Existing City Libraries To Serve County Residents

This plan could also be called a federated plan with each of the existing libraries agreeing to serve county residents and the county providing an agreed upon sum of money to them for this purpose. Such a plan would probably be the most popular with local governments and perhaps with local library boards and librarians. Essentially the county would be utilizing tax funds to pay the non-resident fee for county users at each of the libraries. The advantages of the plan would be that it would be simple to operate, and contrasted with Alternative 2,

would give users access to all of the libraries in the county. Another advantage of such a plan would be that there would be no need for a county-level administrative staff to plan and direct a program of library service.

The disadvantages of this alternative are numerous and of such sufficient strength to make it the least desirable (it is even less desirable than the status quo).

In the first instance this plan would not result in any library services being established outside of the boundaries of the cities with existing libraries. Where there are residential areas large enough to need services and facilities, these would not be provided. Further, as new libraries are established; and this plan would certainly foster such establishment; the county would either have to increase the grants to include the new libraries or reduce the amounts provided to each city.

The funds for this purpose could only be drawn from the presently unincorporated area, in effect a special district, boundaries of which will inevitably shrink as other libraries are established.

As in alternative 2 the county would be investing tax funds in library services but would have little control over the direction and policies of such service and in the final analysis would not be developing an equity in library facilities or materials. It is also quite likely that the county would very quickly come to see its interests in such a program as at best peripheral and the level of support would not become high or be maintained to reflect costs and inflation increases.

Alternative 3 would also not provide an opportunity to take advantage of economies of scale which might be available to a system with a

different configuration. Under this plan, all personnel, purchasing and acquisitions policies would continue to be the responsibility of each of the cities. Where there are unnecessary duplications among the libraries, those duplications would continue; and where there are poor or unequal distributions of funds, personnel and resources, those inequalities would also continue. The system would not develop evenly and would continue to have significant differences in levels of support and quality of services provided. Similarly, any imbalances in personnel benefits, salaries, etc., would also continue.

The federated structure would provide a very weak and limited capacity for long-range planning. Planning responsibilities would remain with the individual libraries and might or might not be exercised at all.

Such a plan would probably not qualify the county to receive any state or federal funds available for library services. In addition, there would be almost no way to insure that funds which the county might supply to the cities would be used to improve the libraries. At best the county could require that the cities not reduce their local support, but there is no effective way to insure that it would be increased.

Alternative 3 would provide a very weak, ineffective and essentially unequal library program which would not necessarily result in improvement in the existing libraries and might in the long run leave some of them in a weaker position than at present.

Alternative 4 - The County Could Establish A Library Service To Serve The Presently Unincorporated Area

This alternative would probably represent the least cost alternative available to the County. A library service could be established to serve

those areas presently not supporting a library. Taxes for the service could be levied only in those areas, and only the residents of those areas would be eligible for the service. Since the area would be a sizeable one, the library system would be larger than most of the currently existing library services and would need to cover the entire county. The primary advantages of the plan are its lower cost and the fact that it does not interfere with the library services presently existing in any of the cities.

In terms of disadvantages, the plan ignores the strength and quality existing within the city libraries and builds a new unit with no relationship to existing strengths.

It is quite likely that people would still want to use the library most convenient for them, and would not pay much attention to jurisdictional questions of who operated that library. Therefore, the problem of non-residents would continue to exist for the city library and would be compounded in that the county library and its branches could not afford to give free library service to city residents not being taxed for it and would also have to limit service to residents of the unincorporated areas. As a result the non-resident problem would be intensified and aggravated.

A library service limited to the unincorporated areas would inevitably be subject to shrinkage of users due to annexations and incorporations occuring in the area and in the long run might shrink to such a small size as to be impractical as a library service.

Residents of the various cities are also residents of the county and, as such, are entitled to equal concerns in the planning and development of library services. If the County provided the unincorporated

area a higher level of service than that prevailing in any of the city libraries then county residents living within those cities would be discriminated against. It is possible that a county operated library system serving only the unincorporated areas could be subject to a successful legal challenge under constitutional provisions requiring equal protection of the laws for all citizens.

A library system serving only the unincorporated area, while sizeable, would not be a very large library system and the economies of scale resulting from it would inevitably be limited.

Finally, there would be a great deal of wasted motion in the establishment and initiation of such a service. Since the county presently owns no library books, buildings and employs no staff, it would take an undue amount of time to initiate a totally new independent library service. It is also likely that such a system, since it would serve only about 44% of the county's population, would not qualify for state or federal grants.

Alternative 5 - The County Could Establish A County-Wide Library Service Including As Components The Existing Libraries

In this plan the County would establish a county-wide library service to serve all of the people of the county. This service would include as functional components the existing city libraries and the initiation of new services in areas which are remote from existing libraries.

The primary advantage of such a system is that it would provide the greatest possible coverage of the county with a single library system available to all residents. It would assure a uniformly high level of library service to everyone.

Such a system would also best utilize the strengths of the existing library service in the county and bring them into play in the most direct and effective way.

A county-wide library system would be large enough to utilize economies of scale which might become available in audio-materials, staff training, computer technology and other technological areas. It would also ensure the availability throughout the county of materials and services which might presently be beyond the capability of any single library acting alone.

A county-wide system would offer the best planning base for dealing with social, economic and political changes which will affect the county and its various parts in the coming years. It would also provide a sound basis for planning and projecting future library service needs.

A properly organized and funded county-wide library system should provide the maximum amount of service for the public dollars invested. At whatever level the service is established, it would provide lower costs per unit of service than to provide the same level of service through the other alternatives outlined here. Such a system should also qualify for state and federal grant funds.

The county-wide library service would serve to provide some degree of tax relief to cities now supporting library services who could either reduce their budgets or use the funds released to provide further services to city residents.

The disadvantages of such a system accrue primarily to the county. Chief among them is the fact that this plan would represent the highest dollar outlay for the county of any of the alternatives outlined, and

would cause a dramatic increase in the county budget. On the other hand, as noted above it should provide lower unit costs than would attempting to provide the same level of service through other means.

Establishment of a county-wide library service would also require the most effort on the county's part and would require careful explanation and negotiation with the cities involved. This plan might also meet with the most resistance of any of the alternatives outlined above.

The county-wide service would also require the addition of county level administrative staff to plan and direct the system. Such a staff could be kept to a minimum, but would be required. The absorbtion of the current city library employees into the county system would also cause a dramatic increase in the number of county employees.

The consultants believe that the data presented in the earlier chapters and the alternatives outlined here clearly indicate that the best interests of the people of Pinellas County would be served if the County were to establish a county-wide library service incorporating the existing city libraries as functional components. It is this alternative which will be developed in some detail in the following chapter and which is recommended for implementation.

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IV. Organization of the County Library Service

This chapter will detail the recommended plan of organization for a county-wide library service system in Pinellas County operated under the jurisdiction of the Board of County Commissioners. The Commissioners receive their authority under Chapter 125, Florida Statutes, which enumerates among the powers of the various Boards of County Commissioners, the operation of a public library system and the support of such a system from the general funds of the county. Of the various alternatives explored earlier, the County operated system is seen as best meeting the needs of the people of the county and of coping with those needs as they change and develop over time. The system recommended is one which incorporates the existing libraries operated by nine of the cities in the County, at least insofar as such cooperation is in within the capability of the Commissioners to bring about or to induce.

It should be recognized at the outset, by all parties, that both the County and the various cities have a great deal to gain by cooperation in this venture and each has a great deal to lose by unilateral or uncooperative action. The County, for its part, should do everything possible to insure that the cities, their officials and their employees will see the proposed library service as a significant improvement in the level of library services offered to all residents, both city and county. The various cities for their part must realize that in the long run a sound, modern library program reaching all of the citizens can only be provided under the aegis of the county and that to insist

upon rigid and unreasonable conditions or to retain a library which can offer better services under a different configuration is to deny the fullest services to their own residents.

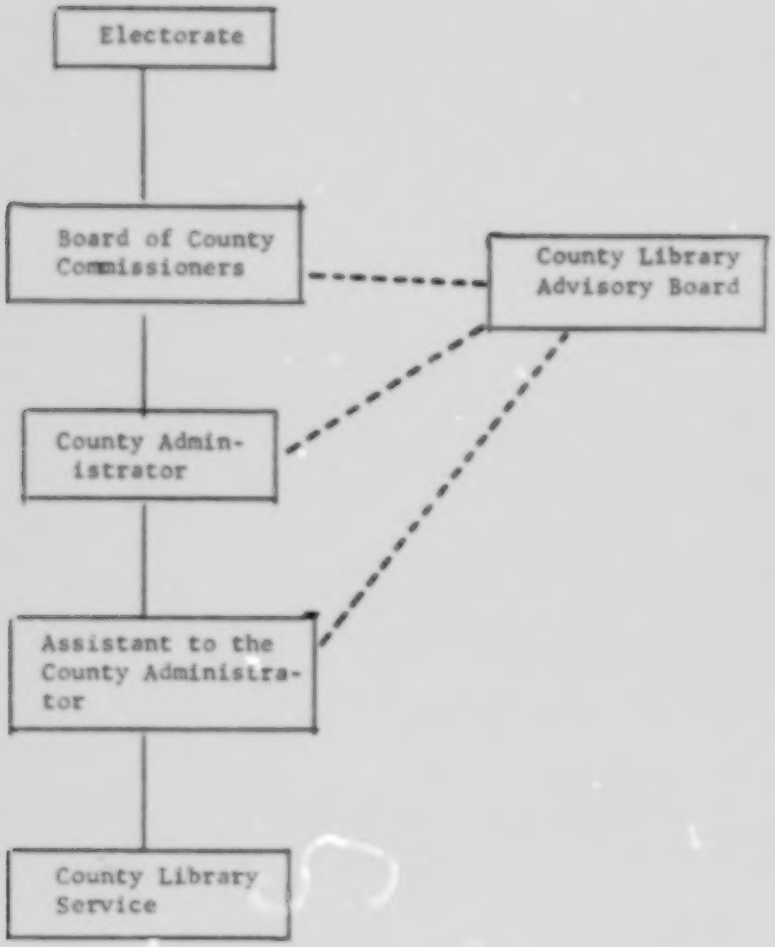
Whatever problems may be involved in the transfer of responsibility for library services from city to county government, and there are many, can be solved but only in a spirit of genuine concern to bring to all citizens the best and fullest of library service.

A. Administrative structure

It is recommended that the County library service be established under the direction of the County Administrator as a major department of county government. Under the present organization of the Administrator's Office, the library could most appropriately report to the Assistant to the County Administrator responsible for Social Service, Consumer Affairs and a variety of other related concerns. Such an administrative placement would place the library at the third echelon in the governmental structure, a sufficiently high level to insure appropriate concerns for its needs. In establishing the library service as one of the programs delegated to the administrator, the County will be following a pattern of organization which has apparently been used for other services. A proposed organization chart for the library service is outlined in Figure 1.

In addition to the chain of command outlined herein, the County should appoint a County Library Advisory Board. This Board should be composed of citizens appointed by the Commissioners to advise them on the development of library services and policies. In composing

Figure 1. Outline of County Library Service



_____ Administrative Responsibility

--------- Advisory Responsibility

the Board, it should not be smaller than 5 citizens nor larger than 9. A five member board would permit the appointment of one person from each commission district, but this convenience should be balanced against the need for the widest possible representation, particularly in the initial formative years of the system. For this reason, a 7 or nine member board should be selected.

The Library Advisory Board should be charged with the responsibility of advising the County Librarian and the Commissioners on library policies which may be proposed, on the quality of library service and on the unmet needs for library service in the community.

In considering the initial Board, the Commissioners should arrange for staggered terms so that there is continuity on the Board. The Commissioners should also bear in mind that the Board will be quite busy for the first few years and should seek to appoint persons who can and will devote their energies to the problems to be solved. It is also important that the initial Board be composed of persons in whom the citizenry will place confidence and, therefore, should be persons of stature and recognition within the communities. While it is critical that the Board members be persons who are committed to quality library service for the community, care should also be taken that persons who might be suspect of having a parochial interest in one particular library or community not be chosen.

The Board should be appointed for terms which are long enough to give them an opportunity to gain some familiarity with the library services and the problems affecting the libraries and terms of 3 to 5 years are recommended.

B. Organization of the County Library Service

1. County Library Director

The County Library Service should be organized under the direction of a County Library Director appointed by the County Administrator. The County Library Director should be a professionally trained librarian with a proven record of administrative leadership encompassing a minimum of 6 years of administrative experience in libraries of some size. In selecting the initial Director, the Administrator should utilize a search committee composed of selected members of the Library Advisory Board and the Librarian's Council described below. The Search Committee should conduct a nationwide search and recommend several (3 or more) qualified candidates to the County Administrator for selection. It will be the responsibility of the Library Director to recommend policies for establishing the county Library system including personnel, collection development, financial and all other policies necessary to implement the library system.

As with all new agencies, it is critical that the library system not overencumber itself with administrative staff in its initial stages. It is apparent to the consultants that most of the libraries in the county are now under capable direction and the administration needed for them should be minimal. On the other hand, the county level staff will have numerous tasks to accomplish in bringing the system into being and in solving the myriad problems affecting personnel, resources, funds, materials and facilities which will present themselves. It is necessary that sufficient staff be provided to accomplish these purposes. A possible organization chart for the county library system

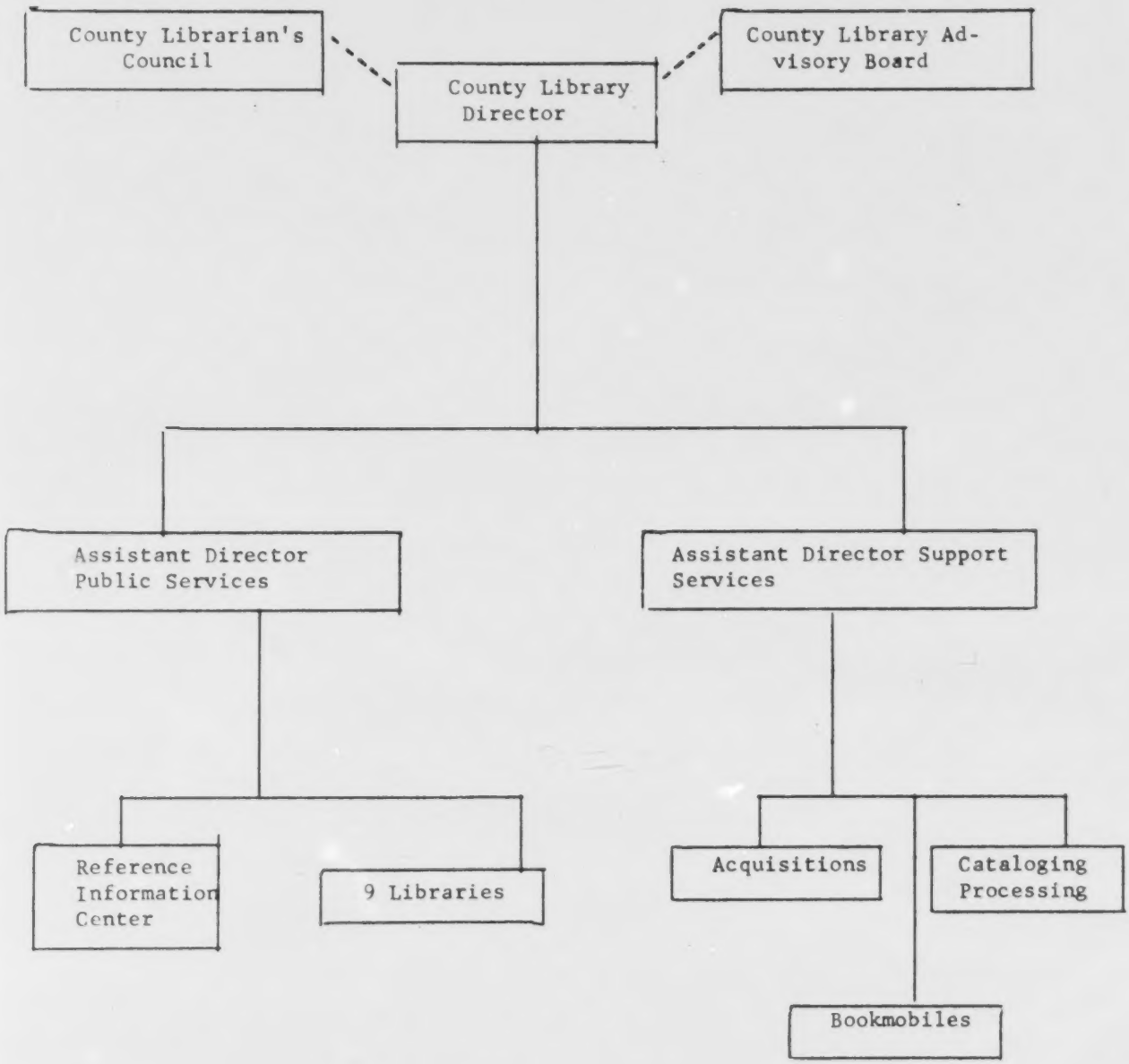
is shown in Figure 2. It should be stressed that this chart is presented for conceptual and illustrative purposes and not to recommend this particular pattern of organization. An organization pattern will be required, but that should be the product of the personalities, situations and probabilities prevailing at the time the system is established.

In order to assist the County Librarian in developing policies and initiating programs, it is recommended that the Directors of the public libraries in the system serve for the initial three year period as a Librarian's Council. The Council would be an advising body, and would be an ad-hoc device to implement the system.

2. Existing Public Libraries

It is recommended that the existing public libraries in the cities be incorporated as functional components of the county library system. Such action must, of course, result from voluntary action of the cities involved, but the county should do all that it can to encourage such action. It is proposed that the staff, materials collections and facilities be employed in the county system. Details of concerns relating to personnel, resources and facilities are described below. It is important that it be understood at this point that the county will be pledged to preserve the name identity and local origins of all of these libraries and that local real property interests would be preserved. It should be recognized that, for reasons which to them are good and sufficient, some cities may wish to retain their public library and operate with their own local funds. Their preferences in this matter must and should be accepted. On the other hand, in

Figure 2. Possible Organization Chart County Library Service



establishing the library system, the Commissioners will be accepting a responsibility to provide library service to all of the people of the county and must not let the preferences of one community interfere with their responsibilities to all of the people.

It is recommended that the library service be funded from the general funds of the county and as such will be raised from taxation on all real property in the county. This fact may cause some to charge that if a city elects to retain its own library then the citizens of that city will be taxed twice for library service. From the County Commissioner's point of view the answer to that charge is simple. The Commissioners will be using general funds to provide a general service available to all of the people in the county, under authorities given them by the statutes. The County will not be "double-taxing" anyone.

3. Reference Information Centers

Both the St. Petersburg and Clearwater Public libraries have substantial collections of materials, particularly of a retrospective nature, which would provide the basic requirements of a county-wide reference service. Data presented in II indicates that reference materials and services are not as yet well developed in the other libraries. In order to avoid duplicating these collections at a headquarters library, it is recommended that the St. Petersburg and Clearwater libraries be designated as reference information centers to support these activities in the other areas of the county. All of the libraries are served by a single telephone exchange and can easily telephone one or both of these centers to locate reference information; a frequent delivery

service between the libraries can be used to move needed books and materials from one library to another.

It is further recommended that both the St. Petersburg and Clearwater public libraries be linked either by telephone or teletype to the Tampa Public Library which has a direct teletype linkage to the Florida State Library in Tallahassee and to the other major public libraries in the state.

The utilization of these two libraries as reference information centers for the county should be reevaluated after a five year period of operation and at that time compared to the costs and benefits of establishing a single county-wide reference information service operating from a county library headquarters.

4. Service Linkages

As soon as possible direct linkages for planning and coordinating library services in the County should be established with the St. Petersburg Junior College system and the University of South Florida. There are many areas in which mutual cooperation between these agencies could prevent unnecessary duplication and bring greater resources to citizens. Among these areas are the development of collections of periodicals and journals (an increasing burden for even the largest libraries), development of film and audio visual collections and the utilization of computer technologies. The discussions between the County Library and these agencies of higher education should be summarized in a memorandum of agreement.

5. Cooperation with the County Public Schools

Pinellas County has a well-developed and highly respected public

school program and within that program a very exemplary school media service. It may appear to some that there is a possible economy in combining many of the services of school and public libraries. In the many places in which such efforts have been undertaken, they have failed and have resulted in a serious weakening of both agencies. The reasons for this failure are simply that the two agencies serve quite different objectives. The program resources staff and purposes of the school media center are totally and properly geared to the school curriculum, and the media center is not a library but a learning laboratory in which all day long teachers and students are interacting with educational materials. The public library, on the other hand, serves no such limited and specific purpose. Its functions are to serve citizens of all ages with a much broader range of materials and for a much broader range of reasons.

This is not to say that there are not many areas in which school media centers and public libraries may not engage in very useful and valuable cooperative activities. Notable among them are CATV projects, adult literacy and citizenship projects, summer reading programs for children and youth and many others. As with the colleges and universities, these areas of possible cooperation should be explored early and an agenda for cooperative action developed. These explorations and the resulting agreements should be developed into a mutual statement of intent for cooperation between the agencies.

C. Incorporation of Existing Libraries

Among the most immediate and consequential problems with which the system must deal is the incorporation of the existing municipal

libraries into the county system.

1. Administration

As a first step the County Administrator should call a meeting with the appropriate city officials of each of the cities to outline for them the County's plan for library services and the roles which the respective city libraries will play in such a plan. The County should prepare an agreement for each of the cities providing for the transfer of the city library to the operating responsibility of the county. These agreements should be carefully explained to the cities and the advantages to be gained from the county-wide system pointed out. In addition, the County should place itself in a position to assure the cities that the residents of the respective cities will receive at least the same quality of library services as they are receiving under the present plan of operation. This principle appears sufficiently basic that it should be adopted as an operating principle; ie., the county library system should provide each person, including those residing in the cities, a higher level of the library service than is presently enjoyed.

The details of agreements with the cities will naturally be subject to some adaptation, but at minimum each should provide for the following actions:

The County for its part should agree to lease the grounds, buildings and resources for $1.00 per year to be used only for public library purposes. The County to agree to keep the land buildings and resources in at least as good condition as at the present time. The County would further agree that should the land, buildings and

resources, at some future time not be required for library purposes that these would revert to the current owners in as good condition as present, normal wear and tear excepted. The present owners would be indemnified against any loss or suit resulting from the county's use of the land and buildings. Where the cities have capital bonds or other obligations still to be paid on such buildings, these would continue to be the responsibility of the city. The County would agree to be responsible for any future additions which might be required to land or buildings to ensure their continued usefulness for library purposes.

The County should further agree that the names and local identities of all the libraries would be preserved in the new system; eg., St. Petersburg Public Library would continue to be known as the St. Petersburg Public Library. Where the usages of particular parts of buildings or equipment may be restricted because of the terms of gifts or bequests, the county would agree to accept and abide by such conditions.

The County would agree to support library services to the community at least at the per capita level now prevailing in the county which is $4.18. (More specific recommendations for funding the new system are provided later).

2. Personnel

One of the most important and sensitive areas to be resolved in establishing the new system hinges around the transfer of the current library employees from employment by the various cities to employment by the county. This report can not fit these employees into a personnel structure for the County because at the present time Pinellas

County does not employ librarians and does not have a personnel structure for professional or non-professional positions. There are no established pay scales, job classifications and the like for library personnel. There need to be no concern about this point, however, because through its Personnel Department the County has the requisite expertise to develop such personnel structures in reasonably short order. The recommendations which follow with respect to personnel will necessarily be limited to general guidelines which will suggest a framework for action rather than a specific set of directions. These recommendations will be grouped under two headings (a) General Policies and Principles (b) Personnel of Existing Libraries Joining the System.

(A) General Personnel Principles and Policies

1. The County Personnel Department in consultation with the County Library Director should establish a basic table of authorized positions for the library system. It should be recognized that in the formative years of the system, the personnel structure must necessarily be more flexible, informal and imprecise than is probably the case in the longer established departments of the county.

2. Working from the table of positions, job descriptions, a position classification scheme and a salary scale should be developed. The salary scale should be comparable whenever possible to the existing pay structure in the county government, but it must also be remembered that many library staff members, especially professional staff, will have greater amounts of professional academic training and experience than most county employees. Also, many non-professional library positions are not directly analogous to other non-professional positions

in government, therefore, each position must be carefully defined and analyzed.

It should also be remembered that many library positions will be new positions which initially must be analyzed and described without incumbents. Therefore, a close cooperative working relationship between the Personnel Department and the library system will be required over a span of time. There will necessarily be adjustments and reclassifications and no one should be surprised at this.

In establishing pay scales it should be noted that library employees will, in many instances, work evenings and Saturdays and Sundays and compensation for such hours should be provided either within the pay scale or as overtime or shift differential, preferably the latter, so that employees will be aware that they are being compensated for unusual hours.

3. Policies relating to sick leave, annual leave etc., should be the same for library employees as other county employees and library employees should receive the same fringe benefits as are provided to other county employees.

4. Library employees should have the same rights and privileges as other employees and be subject to the same provisions relating to transfer, discipline, demotion and dismissal as other employees. Likewise, library employees should be subject to the same employee performance evaluation system as other employees.

(B) Personnel of Existing Libraries

It is assumed that the existing libraries which become part of the County Library System will do so directly and personnel will transfer from municipal employment to county employment. There is

understandably much apprehension about this point on the part of library staff members and the following recommendations are guidelines designed to assure fair and equitable treatment to all and to insure that the status, rights, income and benefits of all employees are protected.

1. All employees of existing libraries should be offered employment with status, rights and compensation atleast at the level held at the time of transfer to county employment. (It is anticipated that in most cases, establishment of the pay scale recommended above will result in higher compensation than is now the case for most library employees).

2. Personnel transferring to County employment should have credit for earned annual leave, accumulated sick leave and the like credited to their county personnel records.

3. Transfers should be scheduled and coordinated to insure that employees will have continuous coverage under hospitilization, life, social security and other forms of insurance. Where County insurance programs require waiting periods for benefits, for example, maternity benefits, waivers of these waiting periods should be arranged for transferring employees.

4. Retirement programs present a somewhat different problem than do other types of fringe benefits because both length and continuity of service are critical factors. As noted earlier, most current employees are young (only 32 of 144 over 50); most have short tenure in their current position (10 of 22 professionals and 15 of 122 non-professionals have 10 years or more tenure) and seven

libraries employing 140 staff members have a retirement plan. Only persons who are older, long-tenured and work under a retirement plan could be adversely affected by transfer to county employment. Thus, it can easily be seen that only a relative handful of employees could possibly be adversely affected. For this small group it is recommended that the individual cases be a matter of mutually satisfactory agreement between the city involved, the employee and the county. In similar situations in other locations it has been possible to agree that the employee would come under which ever retirement system would provide him the greatest benefit. If this is the city system then the County and the City would agree that for retirement purposes only that individual employee would continue to be treated as a city employee and the county would reimburse the city for the employer's share of the retirement benefit.

In all matters relating to benefits, working conditions and salaries, it is recommended that Dade County Resolution #30838 adopted May 20, 1959, which was designed to resolve the problem of employees transferring from City to County employment, be followed as a general guideline. A copy of this resolution has been provided to the Library Task Force and to the County Administrator's Office. Obviously, once the transfer process is completed, these employees will be county employees in full and will have the same rights, benefits and responsibilities as all other employees. Such a transition will not occur over night and a smooth transition will require time, training and patience on the part of all. It is recommended that the County Personnel Department plan two levels of training for these new

employees. One a general orientation to County employment designed to answer the most pressing and immediate questions, and the second a longer-term more in-depth exploration of the County's personnel program and policies.

3. Resources

It was not possible within the scope of this study to conduct any meaningful evaluation of the existing library collections. It is noteworthy that the libraries report lending 5.3 items per capita per year. This is a high percentage and suggests that users are finding materials in the libraries which they find helpful. Libraries with poor or moribund book collections do not usually report such a high degree of utilization and figures significantly lower than 5 loans per capita are common in such libraries. (The figures in Pinellas County may be skewed upward somewhat by the fact that in some cases cards are issued to families rather than individuals, but the degree of usage is,nonetheless,high).

Total library resources are currently 522,453 volumes or .68 volumes per capita of the total county population. Considering only the populations of the cities with library service, the volumes per capita total 1.2. This compares very favorably with the state-wide average of 1.1 books per capita for public libraries in Florida. As a minimum goal the County should anticipate reaching the level of 1.1 books per capita as soon as possible after the establishment of the library service. To do so would require a collection of 843,505 volumes or an increase of 321,052 volumes over the next few years. Based upon today's prices, the total cost to bring the level of book

resources county-wide up to the level of that prevailing in the cities would be $2,568,418.

At present, the libraries are adding 40,980 volumes per year to their collections or approximately 1 volume for each 10 persons served. This is a very healthy growth rate and is a further indication of the heavy usage which the collections receive. To maintain this ratio of materials added to users would require the system to add approximately 77,000 volumes per year based upon the present population. At current prices this rate of addition would cost $616,000. The current level of expenditures is $274,184. Therefore, the County would need to expend approximately $341,816 additionally to maintain the current level of additions of library materials.

It should be noted that there are a number of elements of library materials which are either not now provided or which are provided at a relatively low level. Primary among these are films. The St. Petersburg Public Library has a very limited film collection most of which are deposit and gift films. None of the other libraries have film collections. In listing areas in which they felt the greatest need film collections and other non-print materials were frequently mentioned by libraries. In addition, to maintaining the book resources the library system should increase the availability of non-print materials to users. Because of high cost these materials should be developed in a centralized collection with all of the libraries having catalogs of materials so that they may call for needed materials. All libraries should also own the basic equipment for using non-print materials and have these available for users who wish to examine materials

in the library or who may need to borrow the equipment in order to use the materials.

D. Services

Any library service regardless of under whose segis it is operated will inevitably stand or fall upon the basis of the quality of service rendered to individual users in the library which they can most conveniently use.

Library services, thus far, in Pinellas County have primarily been addressed to a literate, well educated highly receptive citizenry. There is little in the demographic data to indicate that this situation will change dramatically. Library users in the future will probably resemble very closely those of the present. The recommended configuration of services would include the following elements:

1. A continued emphasis upon recreational reading for the citizens. Recreational should not be confused with idle. Recreational reading for a retired physicist or university professor is likely to be highly technical material for other users. Rather, the recreational function is that which supports intellectual development of citizens who pursue reading for their own purposes, not necessarily for some vocational or direct educational; ie., credit earning purpose. It is not unimportant nor is it non-essential reading.

2. Services which make people aware of services, rights, and benefits available to them. These include information about community services and sources of community aid.

3. Vocationally oriented services including those provided to businessmen, to investors, to employees and to others who may wish to

obtain information in connection with earning or maintaining a living

4. Programs for children and young people which are adjunctive to their school related work and which because they enable young people to explore their own as opposed to their school required interests may be all the more valuable.

5. Programs which interest citizens who are not customarily users of the library's printed materials. Included here would be film programs, lecture programs, discussion groups and the related activities which are valuable to adults regardless of whether or not they use the other services of the library.

All of these types of programs exist to a greater or lesser degree in the present library program. It should be the purpose of the county system to strengthen these programs and to ensure their availability to wider audiences. Initially, the County Library should develop an inventory of the programs occuring in the various libraries and attempt to coordinate these in a logical fashion. There should be no attempt to limit or control these programs, but rather to encourage the individual libraries to continue to develop programs which clearly meet the needs of the citizen living within the respective communities.

For the next several years the predominant forms of library services should continue to be; (1) the provision of books and other materials to persons who borrow them directly from the library outlets; (2) the provision of reference and information services to persons who make inquiry for them and (3) the provision of specialized programs to persons composing special audiences based upon interests or age groups.

Several of the libraries have developed programs of library services to persons with specialized needs which should be emulated county-wide. Programs of library services to blind and handicapped users should be operated on a county-wide basis at a high level. In addition, library services to residents who are shut-in or otherwise confined to their homes or nursing homes should be established. These currently exist in several libraries and should be implemented in others. In several cases these are handled by volunteers and such programs provide an excellent opportunity for citizen service to the library and to fellow citizens as well.

E. Bibliographic Control

One of the major problems facing the library system will be in establishment of bibliographic control over the items available within the system and which will be added to it in the future.

At present, there is a wide diversity in the bibliographic indexing practices of the libraries. While all use the Dewey Decimal Classification and all of them have very little of their bibliographic control work done outside the library, the similarity ends there. Some libraries add Cutter numbers, others do not. Some have professional catalogers, some do not. Some accept Library of Congress practice, few do not. In some cases, cataloging records are accurate and up-to-date, in others they are not. Given this diversity of quality of records the establishment of retrospective bibliographic control over material already in the system is virtually impossible, except perhaps in certain target areas, eg., Florida history, or reference materials or periodical holdings. A more realistic objective would be to establish

control over materials which may come into the County system from its inception. There are basically three ways in which bibliographic control could be established over the acquisition of new materials. These are:

(1) Agree to accept the cataloging supplied by some external source, eg., Commercial supplier or the Florida State Library Processing Center in Tallahassee. The former would have some advantages since it could be linked to book purchasing and provide materials which would be delivered to the libraries in a ready to use form. The latter would provide the same advantages and since the Book Processing Center is partially supported by federal funds would provide an indirect form of financial aid to the libraries.

(2) Establish a county operated book purchasing and processing operation which would produce materials cataloged to a standard agreed upon by all of the libraries. Such a center would offer the advantage of local control and responsiveness. It would have disadvantages in that it would be costly to establish and would centralize an area of operation which some of the librarians regard as very important and over which they might be reluctant to give up control.

(3) Agree to establish a single standard code of practice for cataloging materials which would be utilized in all of the libraries in the County. This would offer the advantage of keeping control in the local libraries, but is almost certain to fail. The libraries differ significantly in their abilities to observe such a code. Some do not have professional personnel who could catalog materials. Inevitably, local convenience would take precedence over maintenance of the code

and eventually the practice would deteriorate to the present level of diversity.

It is recommended that the Librarian's Council explore this problem further and investigate either (1) or (2) for implementation. It is the opinion of the consultants that despite some obvious advantages of (1) that recommendation (2) will probably be adopted. In which case the Council should devise a code of standard cataloging practice which should guide the personnel of the County center in preparing materials for use in the various libraries. Title files of all materials added to the county system should be maintained in the two reference information centers and in the system headquarters.

A materials acquisitions and cataloging operation of sufficient size to adequately serve all of the libraries in the county cannot be housed in any of the present libraries. It is recommended that a central location within the County be found in which space can be rented at a minimum cost to house such an operation. Materials would continue to be selected in the various libraries. Orders would be sent to the acquisitions and cataloging department which would order and process the material and send it to the libraries ready for use. An immediate question will center around the future utilization of personnel now performing these functions. It is quite apparent that these personnel can easily be absorbed into other public service positions in the libraries and will strengthen the service program as a direct result.

F. Funding the New System

There will be many elements of costs which must be provided for

in the new system. Elements of the present operating costs of the libraries will need to be maintained and, in addition, there will be increased costs for many items. In the interests of brevity and reasonableness this report will address itself to the two major cost items of personnel and resources. Other cost items such as utilities, supplies, travel., are relatively fixed and will exist at about the same levels whether or not there is a county-wide program.

1. Personnel

The major cost item in any program of library service is personnel which commonly accounts for 75-85% of the total operating cost. At the present time the libraries in Pinellas County are providing one library staff member for each 2,999 persons served. This figure compares very favorably with the state-wide figure of one staff member for each 3,759 people served. On the other hand, it is higher than the standard recommended by the Florida Library Association of one staff member for each 2,000 people served. Again assuming that the county system should not provide a lower personnel ratio the County would need to provide 256 staff positions. At present there are 144 staff positions. The County system then would need to add 112 persons to the headquarters staff and to the staffs of the various libraries. Utilizing the present average staff position cost of approximately $7,500, in order to provide 256 positions the County would need to expend $1,920,000. Assuming that the County system should act to increase the quality of service beyond the level presently provided, it would seem reasonable to recommend that the county increase the staff to

population ratio by moving to one staff member for each 2,500 people served. In this case a total staff of 307 at a cost of $2,302,500 would be required. It is apparent then that merely extending the same level of staff county-wide will cost approximately $1,900,000 and improving the staff level to a more reasonable standard will cost approximately $2,300,000.

In increasing the staff there is also a serious need to improve the quality of the staff. At present there are 22 persons with masters degrees employed in the 9 libraries. It is recognized that there are some persons who by virtue of long service may be occupying professional level positions without masters degree training, but this situation should not be perpetuated into the future. A desirable ratio would provide 1/3 of the staff professionally trained. Based upon 307 positions, 102 persons should be trained librarians. Obviously, there needs to be a serious effort to increase the number of professionally trained persons working in libraries in the county.

2. Resources

In addition, to personnel the other primary component of good library service is an adequate collection of resources. Earlier in this report it was indicated that to maintain the present level of materials the county would need to expend $616,000 per year. In addition, it was pointed out that approximately 2 1/2 million dollars would need to be expended to bring the total resource county-wide up to the level now prevailing in the cities. It is recommended that the County treat this latter figure as a capital expenditure item to be budgeted over the next 5 years at the rate of $500,000 per year. Then

the system would need to expend $1,116,000 ($616,000 in operating funds and $500,000 in capital funds.)

3. Overall Budget Levels

At present the libraries in the county are expending at the level of $4.18 per capita. Projecting this level of expenditure onto the total county population would produce $3,205,320. The expenditures projected above for personnel and materials alone would cost $3,036,000 at minimum. The current level of expenditure for all budget items other than books and personnel is $404,434. It is, therefore, apparent that projecting the current per capita level of expenditure county-wide will not produce sufficient funds to operate a county-wide library system.

An outline of major recommended budget categories is shown below:

Personnel	2,302,500
Materials	1,116,000
Other Operating Expenses	800,000
Total	$4,218,500

An appropriation level of $5.50 per capita based upon the current population estimate of 766,823 would yield $4,217,526. In order to give the new system more latitude in its establishment period it is recommended that the county plan an initial operating budget based upon $6.00 per capita which would yield $4,600,000. This amount would permit the establishment of the system at an adequate level and would assure the cities that participating in the county library service would indeed provide their citizens a higher level of service than is presently

available.

V. Facilities in the New System

In several respects the libraries of the county present a positive appearance with respect to physical facilities. Most of the library buildings are relatively recent and are quite attractive and well situated to serve their communities. The physical plants are modern and well planned and compare favorably with library buildings in other parts of Florida. On the other hand, many of the libraries are beginning to show serious signs of overcrowding and inadequate spaces for additional materials and readers. Seven of the nine libraries in the study indicated that additional space was one of their most pressing needs.

In a few cases space needs can be alleviated in the short run by a more active policy of weeding and discarding worn and obsolete materials, but this is a temporary solution. In the long run, if the County accepts responsibility for library services it will face substantial needs for physical facilities resulting in a need for capital funds. At present the Largo library is badly overcrowded and the Tarpon Springs and Dunedin buildings have the same problem.

Construction costs in libraries are presently running in the vicinity of of $30.00 per square foot. The decision to build new libraries is not one to be made quickly. It is also true that in its initial few years the new system will need to devote all of the available resources to building the program and achieving a level of service which will win citizen confidence in the program.

It is recommended that the county not commit itself to any

construction costs until the County Planning Department has developed a long-range physical facilities plan for library services in the county. Such a plan should identify priorities for construction in the existing libraries and also identify areas not presently served by libraries in which additional outlets should be constructed. The development of such a plan should be accomplished within the first two years of the system's existence. Given a plan the county can then prepare a capital expenditures program to meet the most pressing needs. It is possible that some of the needs could be met from current income, but more probably a bond issue of some type will be required in order to implement the plan in the shortest possible time. A reasonable time frame for capital facilities construction might suggest the following:

1975-77 Develop long-range physical facilities plan

1977-78 Develop funding proposals

1978-79 Plan initial construction projects

1979-81 Completion of initial phases of long-range plan

Bookmobiles-

The question of utilizing bookmobiles in an essentially urban setting like Pinellas county is one upon which library planners differ. Inevitably, the level of service provided by bookmobile cannot be as high as that provided by fixed location, even those of the rented store variety. On the other hand, bookmobiles because of their mobility can reach areas which are remote or from which residents cannot easily travel to reach other outlets. In Pinellas County the existence of numerous trailer parks, retirement apartment developments, and other congregations of people suggests that bookmobiles could be a useful

adjunct to the library service. It is recommended that the county initially consider the acquisition of two bookmobiles. One to serve the northern half of the county, the other the southern. The utility of these two units could be carefully evaluated and the number of bookmobiles expanded if the need is apparent or the two could be easily phased out if it appears that fixed facilities would be more readily received by the population.

V. Summary of Recommendations

The Summary of recommendations provided below is designed to facilitate consideration of the report. It should not, however, be considered in isolation from the report because in the text many of the recommendations are amplified by additional comments which are necessary for full understanding. In addition, other recommendations are made in the text which bear upon the study.

1. The Board of County Commissioners should initiate a county-wide library service incorporating the existing 9 libraries.

2. The Commissioners should appoint a representative board of 9 citizens to function as a County Library Advisory Board to provide advice and policy development assistance to the Commissioners and to the County Administrator and the County Library Director.

3. The Commissioners should appoint a County Library Director who has the requisitive training and experience of directing a library system of the size and complexity outlined in the report.

4. The Commissioners should appoint a County Librarian's Council to assist the County Library Director in the initial development of the system. The Council should be composed of the library directors of

all the public libraries in the County and should be an ad hoc group existing through the formative period of the system.

5. The existing 9 municipal libraries should be incorporated into the system through cooperative agreements between the county and the various cities.

6. The St. Petersburg and Clearwater libraries should be designed as Reference Information centers to provide reference and bibliographic services to all of the libraries.

7. Cooperative agreements should be reached between the County Library system, the St. Petersburg Junior College, the University of South Florida and the Pinellas County Board of Education spelling out areas intended cooperation between these bodies.

8. The County should enter into cooperative agreements with the various cities under which the County would receive the use of the existing library collection, buildings and other facilities and equipment. These agreements should protect the property rights of the current owners and idemnify them against loss resulting from the County's operation of the library system.

9. All personnel presently employed in the library system should be transferred to County employment. All of their rights, benefits, leaves and retirement should be protected. Special arrangements should be made for any personnel who would suffer a loss, particularly with respect to retirement benefits from transferring to the County payroll. At minimum,personnel should be increased to the present level of one staff member for each 2,999 persons served and a more reasonable goal would be to increase personnel to provide one staff member for each

2,500 persons served.

10. The resources of the libraries should be brought to a minimum level of 843,505 volumes which would require the addition of 321,052 volumes. A capital grant of 2.5 million dollars would be required for this purpose.

11. There after the collection should be increased annually at a minimal rate of 77,000 volumes per year.

12. In addition to traditional library resources the county system should dramatically increase the availability of non-print materials supplied by the libraries, particularly films.

13. In order to reach the personnel standard recommended the County should expend $2,302,000 for personnel. In order to reach the minimum standard a personnel expenditure of $1,920,000 would be required. The County should also anticipate expending annually $616,000 on library materials in addition to the capital grant of 2.5 million referred to in (10). This grant should be provided at the rate of $500,000 per year for 5 years.

14. In order to support the library services at the level now pertaining in the various cities the County would need to provide sufficient funds to make a per capita expenditure of $5.50. To reach a more adequate level of service the expenditure should be $6.00 per capita. To reach the present level would cost $4,217,526 to reach the recommended level would cost $4,600,938.

15. The County should request the Planning Department to develop a long-range plan for physical facilities and capital funding. This plan should be developed and implemented in its initial phases during the next 5 years.

PINELLAS COUNTY LIBRARY STUDY

Public Library Questionnaire

1. Name of the Library. _____

2. Address of the Library. _____

3. Library Telephone Number. _____

4. Name of the person in charge of the Library. _____

5. Hours the Library is normally open for service

	Winter		Summer	
	Opens	Closes	Opens	Closes
MONDAY				
TUESDAY				
WEDNESDAY				
THURSDAY				
FRIDAY				
SATURDAY				
SUNDAY				

The Library is open _____ hours per week (Use total for longest typical week)

6. How is the Library governed? (check one)

   a. Function of City Government _____

   b. Non-profit corporation _____

   c. Service provided by a community organization _____

   d. Other basis (please describe) _____

7. Is there a library board? Yes_____ No_____. Who appoints the Board?_____

How many members are there on the board?_____

What is the length of their term of office?_____

8. LIBRARY STAFF

A. Total number of paid library staff (exclude janitors and student assistants)._____

B. How many of these staff members are full-time? _____ (Count as full-time persons who normally work at least 35 hours per week). How many are part-time? _____

C. In the following tables provide data only for full-time staff (those who normally work at least 35 hours per week) and show a staff member only under his highest level of training.

TABLE 1

LEVEL OF TRAINING	NO. OF STAFF
Graduate Degrees in Library Science	
College Graduate with Some Graduate Training in Library Science	
College Graduate with College Level Library Training	
College Graduate	
Some College Training	
High School Graduate	
Less than High School Graduation	

8d. Benefits

Does the staff receive paid vacation? Yes_____ No _____

If yes, what is the length of vacation for professional staff in working days per year_____, for non-professional staff_____.

Does the staff receive paid sick leave? Yes_____ No_____

If yes, how many days are earned each year_____. How many days may be accumulated_____.

Does the staff participate in a health insurance program? Yes_____ No_____

Are the premiums paid by, the staff members only_____, the library only _____, both the staff members and the library share in the cost_____.

With what company is the health insurance carried?_____

What is the extent of coverage: Normal medical/surgical_____
Major Medical_____
Other_____

Does the staff participate in a retirement program other than Social Security?

Yes_____ No_____

If yes, how many staff members participate?_____

Are contributions made by both the library and the employee?_____

By the library only?_____, by the employee only?_____

Is the retirement program a public employee program? _____, or carried by an insurance company?_____. If carried by an insurance company, please name the company _____

What is the minimum number of years an employee may participate and still receive a pension at retirement age _____.

What is the normal retirement age?_____

What is the age distribution of the full-time staff?
(Please use Table 2.)

TABLE 2

AGE	NUMBER OF STAFF
20 or under	
21-25	
26-30	
31-35	
36-40	
41-45	
46-50	
51-55	
56-60	
61-65	
66 or over	

9. FINANCIAL

A. Sources of Income

List the amounts of income received by the library

	In the budget (fiscal) year last completed	Anticipated for (fiscal) current budget year
City Government	_____	_____
Fees Charged to Users	_____	_____
Fines for Overdue Books	_____	_____
Contributions from Clubs and Organizations	_____	_____
Wills and Bequests	_____	_____
Gifts	_____	_____

(continued on next page)

9A Sources of Income (con't)

	In the budget (fiscal) year last completed	Anticipated for (fiscal) current budget year
State and/or Federal Grants		
Other Sources (please identify)		
Total Income		

The budget(fiscal)year of the library is from _____ (month) to _____ (month)

TABLE 3

ANNUAL SALARY	NUMBER OF FULL-TIME STAFF RECEIVING
Less than $3,000	
3,000-4,999	
5,000-6,999	
7,000-9,999	
10,000-11,999	
12,000-14,999	
15,000 and over	

TABLE 4

YEARS OF EXPERIENCE IN THIS LIBRARY — NUMBER OF FULL-TIME STAFF WITH:

	PROFESSIONAL	NON-PROFESSIONAL
Less than 1 Year		
1-2 Years		
3-4 Years		
5-6 Years		
7-9 Years		
10 Years and Over		

How does your library define "Professional" Status?

_____

_____

How does your library define "Non'Professional" Status?

_____

_____

B. Budget

List the amount currently budgeted for the following purposes:

Salaries of Library Staff $_____

Salaries for Janitors and Maintenance Staff _____

Purchase of Books and other Library Material _____

Binding and Microforms _____

Furniture and Equipment _____

Library supplies, postage, office supplies, etc. _____

Travel _____

Rental of Buildings _____

Total Budget _____

If available, please include a copy of the current budget.

Also, please include a copy of the most recent annual report of the librarian.

10. How many registered Library users do you have? Adult_____ Juvenile_____ Total_____

11. What percent of the potential user population would you estimate use the Library?_____. (Potential refers to all persons to whom your services are available.)

12. What percent of actual Library users would you estimate falls into the following age categories. (Actual refers to those who use your your services).

TABLE 5

AGE	PERCENT
0-6	
7-12	
13-18	
19-24	
25-30	
31-36	
37-42	
43 and over	
Total	100%

13. Are there any individuals or groups of individuals in the community whose Library needs are given a higher priority than others?

a) Yes

b) No

If your answer was "yes," who are these individuals or groups of individuals?

1)_____

2)_____

3)_____

4)_____

5)_____

14. Have users ever asked for specific library services (which you have not been able to provide)?

a) Yes

b) No

If "yes," please give some examples:

1)_____

2)_____

3)_____

4)_____

5)_____

15. What library services do you estimate users tend to utilize most frequently? Please list in order of frequency of use; i.e., list the most frequently utilized service first.

1)_____

2)_____

3)_____

4)_____

5)_____

16. What library services do you estimate users tend to use least frequently? Please list in order of infrequency of use; i.e., list the least used service first.

1)_____

2)_____

3)_____

4)_____

5)_____

17. What library services do you feel your users really need which you are unable to provide?

1)_____

2)_____

3)_____

4)_____

5)_____

18. How would you characterize the people in the community you serve?

19. What was the total circulation figure for all library materials last year?_____

Books_____

Periodicals_____

Phono Records_____

Frame Pictures_____

Others_____

20. What are the major employment sources for the people in your community?

1)_____ 4)_____ 7)_____

2)_____ 5)_____ 8)_____

3)_____ 6)_____ 9)_____

10)_____

21. Has the library undertaken or sponsored a community study?

a) Yes

b) No

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If yes, please include a copy with your questionnaire.

22. What community activities take place in your library not related to typical library functions?

a) None

b) Please List

1)_____

2)_____

3)_____

4)_____

23. Do you use volunteers in your library?

a) Yes

b) No

If yes,

a) How many individual volunteers_____?

b) Total number of hours contributed by volunteers per week_____?

24. What services do you offer outside of the library building;e.g., Bookmobile, delivery services to shut-ins, etc?

1)_____

2)_____

3)_____

4)_____

25. Does your library maintain any special collections of materials; e.g., Florida History, Seminole Indians, etc.

a) Yes

b) No

If "yes," please identify

1)_____

2)_____

3)_____

4)_____

26. How many books did you buy:

a) During the last complete fiscal year_____.

b) Previous fiscal year_____.

27. How many periodicals did you subscribe to:

a) This year_____ (fiscal)

b) Last year_____ (fiscal)

28. What types of special materials do you acquire; e.g., material for the blind, foreign language materials, material for the deaf, materials for the mentally retarded, etc.

1)_____

2)_____

3)_____

4)_____

5)_____

29. Approximately what percent of your collection falls into the following categories.

TABLE 6

CATEGORY	PERCENT
Children Fiction	
Young Adult Fiction	
Adult Fiction	
Children non-fiction	
Adult non-fiction	
Reference	

30. In what areas do you feel your collection needs strengthening?

1)_____

2)_____

3)_____

4)_____

31. Would you please send a floor plan of your library? A rough sketch will suffice, indicating space and labeling areas of use.

32. Are there adequate parking facilities at or near your library?

a) Yes

b) No

33. Is there a public transportation system that is available to a majority of individuals in your community?

34. What year was your main library building constructed? _____

What is the year of any major addition?_____

35. What are your most critical needs in terms of physical facilities? Please list in order of importance; i. e., list the most critical need first.

1)_____

2)_____

3)_____

4)_____

5)_____

36. Please list in order of frequency those libraries from whom you borrow materials for your users, or from whom you obtain information for users.

1)_____

2)_____

3)_____

4)_____

5)_____

37. How many items of library materials did you lend to other libraries in the past year?_____

38. How many items of library material did you borrow from other libraries in the past year?_____

39. What classification system do you use?

a) Dewey Decimal
b) Library of Congress
c) Other-please specify

These two questions ask for data relative to cataloging procedures. Question 40 refers to purchased information. Question 41 refers to original cataloging.

40. List below the sources which you use to obtain cataloging information for library materials. List the most frequently used first and indicate your estimate of the percent of current acquisitions covered by this source.

Source	Percent of Current Acquisitions Covered by this Source
1) _____	_____
2) _____	_____
3) _____	_____
4) _____	_____
5) _____	_____
6) _____	_____

41. What percent of your current cataloging is original; i.e., not obtained from the sources listed above?

_____

42. Do you keep records on the number of reference questions answered?

a) Yes

b) No

If yes, how many such questions were answered in the month of September, 1974? _____

How many were answered in the last fiscal year? _____

43. Which jobbers do you use for purchasing materials other than supplies?

Please list these jobbers.

1) _____

2) _____

3) _____

4) _____

44. Do you belong to a formal inter-library loan or reference network? (e.g. TWX, etc.)

a) Yes

b) No

If "yes"please identify

45. Are there any facts or data not covered in this questionnaire which you feel would be valuable in gaining an understanding of your library and its services?

Please return the questionnaire and enclosures to:

F. William Summers
College of Librarianship
Davis College, Room 114
University of South Carolina
Columbia, South Carolina 29208

LIBRARY_____ LIBRARIAN _____

DATE_____ TIME_____

1. WHAT ARE YOUR CONCERNS RELATIVE TO ANY SYSTEM INVOLVEMENT?

2. WHAT ARE THE MOST SERIOUS PROBLEMS - ISSUES - WE NEED TO DEAL WITH IN THIS STUDY?

   LOCAL PRIDE?
   LOSS OF AUTONOMY?

3. IN TERMS OF THE NEEDS OF YOUR LIBRARY, WHAT ARE THE ADVANTAGES AND DISADVANTAGES OF PARTICIPATION IN A SYSTEM?

4. WHAT KINDS OF ISSUES DO YOU SEE ARISING IF PARTICATION IN SYSTEM IS EFFECTED?

5. WHAT RESOURCES DOES THIS LIBRARY HAVE TO BRING TO THE SYSTEM?

6. DO YOU VIEW THE SYSTEM AS A GOOD THING?

7. HOW DOES YOUR STAFF FEEL?

8. HOW DOES THE LIBRARY BOARD SEE THIS?

9. HOW DOES THE LIBRARY RELATE TO LOCAL GOVERNMENT?

10. WHAT IS YOUR PERCEPTION OF HOW THE CITY MANAGER FEELS ABOUT THE USE OF THIS BUILDING FOR LIBRARY PURPOSES?

11. ANY PROBLEMS?

12. WHO HOLDS TITLE TO THIS BUILDING?

    RENTED OWNED BONDED

13. IF THE COUNTY SYSTEM ISSUE WERE TO DISAPPEAR, WHAT IS THE FUTURE WORK OF YOUR LIBRARY?